K-12 REVENUES IN MONTANA 1992-2002

A Report Prepared for the

K-12 RENEWAL COMMISSION

By Jim Standaert

September 26, 2003

Legislative Fiscal Division



This report to the K-12 Renewal Commission contains an historical overview of revenues for K-12 education in Montana. In each case, the data are for fiscal 1992, 1997 and 2002.

Chart 1 – Chart 1 was not available at the time of this printing. It contains all revenues to the K-12 system.

The remaining charts in this presentation all concern state revenues and property tax revenues available for K-12

Chart 2 shows the source of general fund revenue – categorized in broad categories – and where this money is spent.

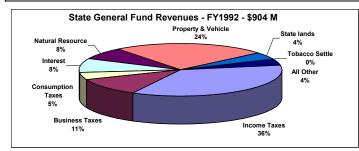
On the revenue side, the following points are important:

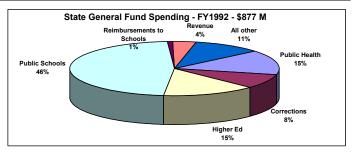
- ♦ State revenues grew \$100 million in the five years between 1992 and 1997, but grew by \$280 million between 1997 and 2002. About \$145 million of this increase is due to diversion of formerly local revenue to the state as per HB 124, passed in the 2001 session.
- Revenue shares for income taxes, tobacco settlement monies, and consumption taxes (due to HB 124) increased between 1992 and 2002
- The other sources either increased their share or maintained their share.
- Property taxes received by the state declined and vehicle taxes increased (due to HB 124), but the combined total decreased between 192 and 2002.

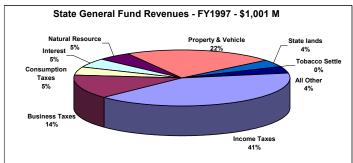
On the Spending side:

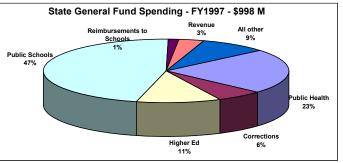
- ♦ The share of general fund spending that goes for schools dropped from 47 percent to 42 percent. The dollars spent for this purpose did not fall increasing from \$420 million in fiscal 1992 to \$571 million but rather the general fund took on a much higher spending level in total by committing to reimburse schools counties and cities for revenue given up in HB 124.
- ◆ HB 124 entitlements for cities and counties are in the slice of the pie entitled Revenue (for the Department of Revenue) from which the entitlements are sent. Because of these payments the share for Revenue increases from 4 percent to 9 percent.
- The share of spending on the University declined by 50 percent between 1992 and 2002.
- The share spent on corrections declined between 1992 and 1997 and then increased in 2002.
- The share spent on public health increased between 1992 and 1997 and then declined in 2002.

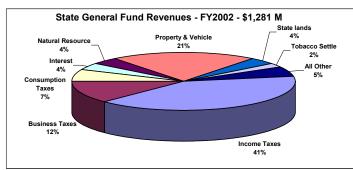
Chart 2 - Where Does The State General Fund Get Its Revenue and How Is It Spent

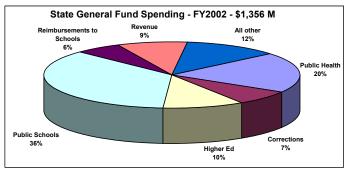












Revenue

Business Taxes Include corp, telecom, telephone, railcar, insurance, investment license, contractors, inheritance

Consumption Taxes include cigarette, tobacco, wine, liquor, video, lottery

Interest includes treasury cash account, coal trust interest

Natural Resource includes coal, oil, natutal gas, us mineral royalties, electrical generation, wholesale energy

Property and vehicles includes all property and vehicle taxes and fees

State lands includes interest and income on the common school trust

Tobacco settlement includes only the national settlement dollars

All other includes all other revenues such as nursing facilities, highway patrol fines, driver licenses, public institution reimbursements, etc

Spending

"General Fund" includes the School Equalization Account in fiscal 1992

Reimbursements to schools includes HB20 (1989), SB417 (1995), and HB 124 (2001)

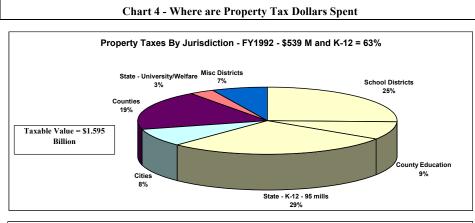
Source: SBAS\SABHRS

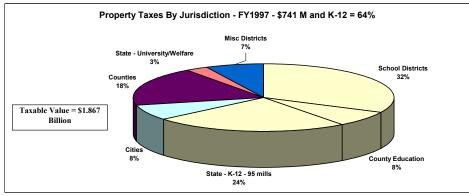
Chart 3 provides a detailed listing of all state general fund revenue sources for fiscal years 1992, 1997, 2002. The data for fiscal 1992 include revenues that were deposited in the old, now abolished, School Equalization Account.

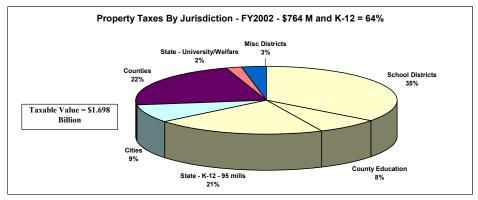
	Ch	art 3				
State General Fund Revenues						
Revenue Category	Fiscal 1992	Fiscal 1997	Fiscal 2002	Category		
Income Tax	321.538	406.276		Income Tax		
Corporation Tax	57.683	81.999	68.173	Business Taxes		
Cigarette Tax	12.173	13.267	11.052	Consumption Taxes		
Tobacco Tax	1.225	1.702		Consumption Taxes		
TCA Interest	28.703	14.925		Interest		
Coal Trust Interest	47.596	39.553		Interest		
Coal Severance	15.778	10.111		Natural Resource		
Oil & Nat Gas Tax	23.219	14.498		Natural Resource		
Metal Mines	3.966	2.696		Natural Resource		
Electrical Energy	4.938	3.849		Natural Resource		
WET	0.000	0.000		Natural Resource		
Telephone License	4.984	6.045		Business Taxes		
Telecom Excise Tax	, 0 .	0.0.0		Business Taxes		
Railcar Tax	1.272	6.309		Business Taxes		
Insurance Tax	20.387	25.342		Business Taxes		
Tobacco Settlement	0.000	0.000		Tobacco Settlement		
Pub Inst Reimbursements	16.329	11.158		All Other		
Video Gaming	9.875	11.073		Consumption Taxes		
Inheritance	11.338	14.562		Business Taxes		
Liquor Excise & License	6.122	6.107		Consumption Taxes		
Liquor Profits	5.363	4.675		Consumption Taxes		
Beer Tax	1.453	1.357		Consumption Taxes Consumption Taxes		
Wine Tax	0.853	0.887		Consumption Taxes		
Drivers License Fee	1.776	2.954		All Other		
Vehicle Tax	3.227	5.273		Vehicle		
Vehicle Fees	10.152	10.315		Vehicle		
Contractors Tax	1.270	1.964		Business Taxes		
Highway Patrol Fines	1.122	3.644		All Other		
Investment License Fee	2.148	3.710		Business Taxes		
Nursing Facilities Fee	1.587	6.572		All Other		
All Other	15.466	15.822		All Other		
40 Mill	76.612	72.561		Property		
55 Mill	129.526	135.894				
				Property		
1.5 mill	0.000	0.830		Property Consumption Toyos		
Lottery Common School Interest & Income	5.494	6.553		Consumption Taxes State Lands		
US Royaties	39.616	39.539		Natural Resource		
	21.150	19.161				
Lodging Facility	<u>0.086</u>	<u>0.105</u>	<u>0.039</u>	Business Taxes		
Totals	904.028	<u>1,001.289</u>	<u>1,281.395</u>			

Chart 4 shows the jurisdictions receiving property tax for fiscal years 1992, 1997 and 2002.

- ♦ Total property taxes levied increased by 42 percent between 1992 and 2002, and the proportion distributed for public school purposes stayed nearly the same
- ◆ Taxable value increased between 1992 and 1997, in spite of a reduction beginning in fiscal 1995 of the tax rate on business equipment (SB417)
- ◆ Taxable value declined between 1997 and 2002 due to several tax rate reductions: SB 200, eliminating livestock taxes, reducing the tax rate on business equipment to 3 percent, reducing the tax rate on electrical generation and telecom property to 6 percent
- Since the state's mills (95 mills) are fixed, the amount of state property taxes rises and falls with taxable value. The state's share however has steadily declined between 1992 and 2002 as mills levied by districts and the county education accounts have continued to rise.







Source: Biennial Report, Department of Revenue, Various Years

Chart 5 shows what has happened to the property tax base for fiscal years 1992, 1997, and 2002.

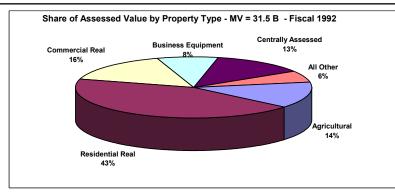
• For the assessed value chart:

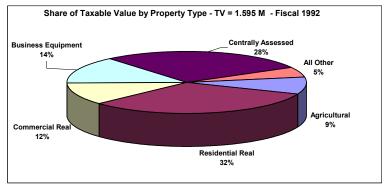
- O The share for agricultural land has steadily declined between 1992 and 2002. Agricultural land includes timberland and is valued on its productive capacity, not its market value. Beginning in fiscal 1994, agricultural land assessment techniques were changed (to the productivity standard) and the tax rate was reduced from 30 percent to the same rate as residential and commercial real estate (at the time 3.86 percent).
- O The share for residential real estate has increased to 50 percent from 43 percent of all assessed value, while the share for commercial real estate has remained constant. The increase in the share for residential real estate is a reflection of the large increase in appraised values in fiscal 1998. Beginning in fiscal 2000, these values were phased in.
- The share for business equipment has remained steady while the share for centrally assessed and all other property has declined. Contributing to the decline in the share for centrally assessed valuations was SB 111, passed in the 1999 regular session, that removed from valuations the value of intangibles for all centrally assessed properties. The decline in the share for all other probably reflects the phasing down (and eventual elimination) of livestock in the tax base.

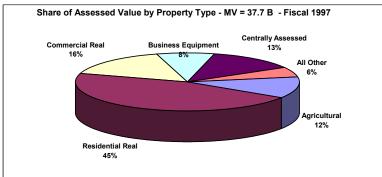
• For the taxable value chart:

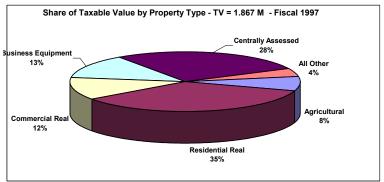
- The shares for business equipment and centrally assessed both declined as a result of legislation in the 1999 session: SB 200, which reduced the tax rate on business equipment to 3 percent from 6 percent, HB 174, which reduced the tax rate on electrical generation to 6 percent from 12 percent, and HB 128, which reduced the tax rate on telecom property to 6 percent from 12 percent.
- The shares for centrally assessed property in the taxable value chart are more than double
 its share in the assessed value chart, because of much higher tax rates on centrally
 assessed property compared to tax rates with other property.
- The shares for residential real estate increased by around a third, while the shares for commercial real estate increased by 25 percent. This is the result of reappraisal (and its phase-in) beginning in fiscal 1998, as well as growth in the numbers of properties. This is in spite of the institution of homestead and comstead exemptions for both property types, as well as reductions in the tax rates. (SB 184, 1999 session)
- o Total taxable values increased between 1992 and 1997, and then decreased by 2002, as a result of the tax rate reductions discussed above.

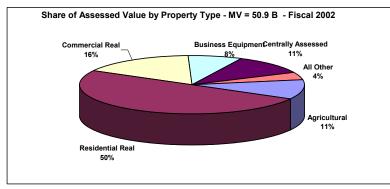
Chart 5 - Assessed Values and Taxable Values by Type of Property

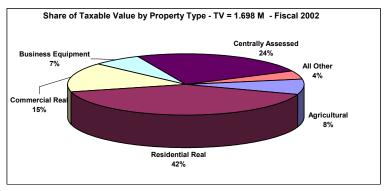










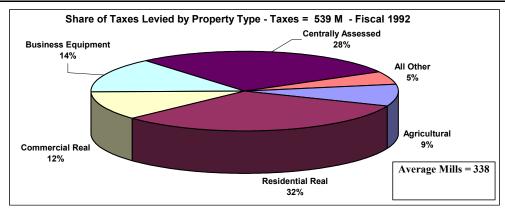


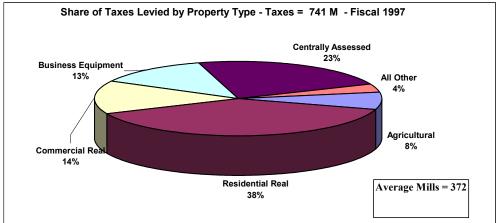
Source Biennial Reports, Department of Revenue, and Average Mill Worksheets

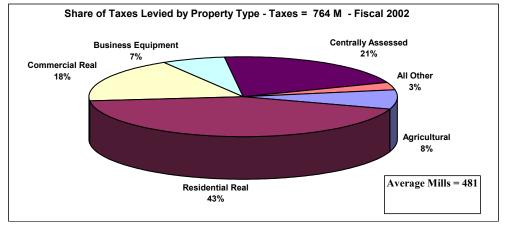
Chart 6 shows the shares of taxes levied by property types for fiscal years 1992, 1997, and 2002.

- ♦ The share of all taxes levied on centrally assessed property, business equipment, agricultural (and timber) land and all other property declined between 1992 and 2002. This mainly reflects the reductions in tax rates referred to above. The share of the tax burden on residential and commercial real estate has increased to 61 percent in 2002 from 44 percent in 1992.
- ♦ The rate of growth total taxes levied on all property was slower between 1997 and 2002 (3 percent) than between 1992 and 1997 (37 percent).
- ♦ The rate of growth for residential real estate taxes levied grew 16 percent between 1997 and 2002, much slower than the rate of growth between 1992 and 1997 (46 percent).
- ♦ The effective tax rates (taxes divided by assessed value) for all property have in general declined or stayed the same between 1992 and 2002. Except for centrally assessed property, all effective tax rates are between 1 percent and 1.6 percent, a much narrower range than previously.
- ◆ Average mills between 1992 and 1997 increased much slower (10 percent) than between 1997 and 2002 (29 percent). This probably is reflective of the much slower growth in the tax base in the 1997 to 2002 time period.

Chart 6 - Who Pays Property Taxes







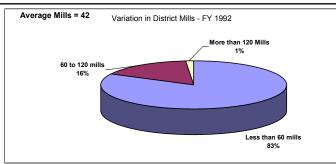
Source: Biennial Reports DOR

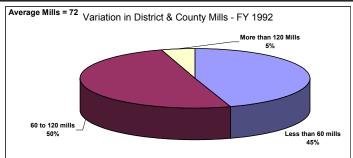
Effective Tax Rate							
	FY1992	FY1997	FY2002				
Agricultural	1.0%	1.2%	1.1%				
Residential Real	1.4%	1.7%	1.3%				
Commercial Real	1.6%	1.8%	1.6%				
Business Equipment	2.9%	3.0%	1.3%				
Centrally Assessed	3.1%	3.6%	3.0%				
All Other	1.2%	1.2%	1.0%				

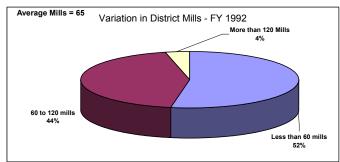
Chart 7 shows what has happened to mills for school districts and combined district and county education mills between fiscal 1992 and 2002.

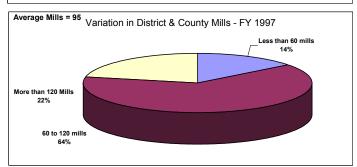
- For both sets of mill calculations (district and district plus county education accounts), the proportion of jurisdictions with more than 120 mills has increased substantially, while the proportion of jurisdictions with less than 60 mills has declined substantially.
- ◆ Average mills between 1992 and 2002 have nearly doubled for districts and increased by 64 percent for the combined mills.

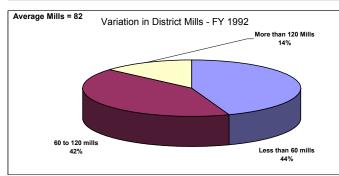


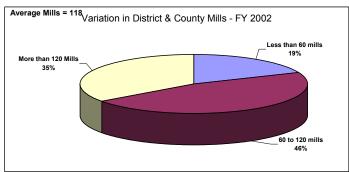












Source: OPIBUD, various years
All K-12 (elementary and high school in same district) are excluded, all years

Chart 8 shows the geographic variation in mills as existed in tax year 2002 (fiscal year 2003). The mill levy shown is for property within each city and includes mills for the city, county, school district, and state combined. Mill levies vary from a low of 213 for Colstrip, and a high of 1,010 for Westby.

♦ Statistical analysis showed a very weak negative relationship between mill levies and taxable value per ANB, a small positive relationship between mills and the size of schools and a small negative relationship between mills and nonlevy revenue per ANB. This would indicate that the level of mills in a jurisdiction is related to other factors, such as a higher preference in some communities for providing educational services than in other communities.

Deer Lodge	Taxable Value 3 35,892 455,483 5 214,285 5 102,846 8 24,426,507 7 7,733 7 5,815,577 1 136,298	Mill Levy 454.86	City					
Mineral Alberton 623.70 288.729 Carbon 280.749 Carbon 240.73	35,892 36,455,483 36,214,286 37,24,26,507 37,5,815,576 38,296 39,309,461	454.86		County			City	0 1
Deer Lodge	455,483 5 214,285 6 102,846 8 24,426,507 7 5,815,575 136,296 5 5,309,461				Taxable Value	Mill Levy	City	County
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Fallon	5 102,848 3 24,426,507 79,733 7 5,815,575 1 136,298 5 5,309,461							
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		607.29			.55,570	3 <u>LL</u>	,	

Chart 9 shows the mill levies for each jurisdiction within a county, and thus the variation in mill levies between counties. The smallest mill levy is in Rosebud County at 212 mills and the largest mill levy is in Deer Lodge County at 660 mills.

Chart 9							
TY 2002 State, Counties, and Schools Average Mill Levies							
	University			Misc.	Countywide	School	
County	System	General Fund	County *	& Fire	Trans & Ret	Dist rict s* *	Total
Beaverhead	6.00	95.00	108.87	8.03	53.77	207.53	479.20
Big Horn	6.00	95.00	64.00	4.78	43.62	137.46	350.86
Blaine	6.00	95.00	150.18	4.53	46.29	94.27	396.27
Broadwater	6.00	95.00	104.02	14.69	14.51	124.27	358.49
Carbon	6.00	95.00	87.57	10.09	37.82	158.28	394.76
Carter	6.00	95.00	122.21	0.44	18.87	70.59	313.11
Cascad e	6.00	96.50	108.96	15.98	44.81	201.76	474.01
Chouteau	6.00	95.00	115.21	26.36	28.60	146.26	417.43
Custer	6.00	95.00	147.17	3.26	39.04	242.66	533.13
Daniels	6.00	95.00	139.95	31.57	32.43	220.29	525.24
Daw so n	6.00	95.00	159.67	6.39	43.13	271.15	581.34
Deer Lodge	6.00	95.00	232.53	62.19	39.44	224.94	660.10
Fallon	6.00	95.00	107.37	5.82	3.36	22.44	239.99
Fergus	6.00	95.00	107.94	9.52	48.86	187.47	454.79
Flathead	6.00	95.00	112.82	10.35	39.19	195.47	458.83
Gallatin	6.00	95.00	79.04	18.00	44.06	170.35	412.4
Garfield	6.00	95.00	181.83	1.31	44.51	117.52	446.17
Glacier	6.00	95.00	132.34	5.07	65.66	231.83	535.90
Golden Valley	6.00	95.00	65.77	2.75	30.45	152.92	352.89
Granite	6.00	95.00	122.55	8.22	30.21	163.21	425.19
Hill	6.00	95.00	112.49	8.51	52.11	173.93	448.04
Jefferson	6.00	95.00	94.80	10.30	34.79	161.98	402.87
Judith Basin	6.00	95.00	109.26	4.48	24.12	165.83	404.69
Lake	6.00	95.00	96.90	11.59	45.71	140.48	395.68
Lewis And Clark		96.50	144.81	11.41	47.51	233.38	539.6
Liberty	6.00	95.00	142.51	9.22	22.78	151.32	426.83
Lincoln	6.00	95.00	79.19	16.69	32.17	170.86	399.9
Madison	6.00	95.00	98.56	20.99	28.92	140.77	390.24
Mccone	6.00	95.00	184.04	2.57	22.52	132.28	442.41
Meagher	6.00	95.00	121.98	7.90	22.31	117.18	370.37
Mineral	6.00	95.00	102.46	15.11	40.69	207.66	466.92
Missoula	6.00	96.50	142.24	27.59	44.05	217.65	534.03
Musselshell	6.00	95.00	143.16	11.05	46.89	188.57	490.67
Park	6.00	95.00	79.58	9.97	49.34	153.39	393.28
Petroleum	6.00	95.00	75.96	6.11	49.10	183.51	415.68
Phillips	6.00	95.00	74.36	5.68	6.98	139.28	327.30
Pondera	6.00	95.00	148.16	11.12	57.93	185.00	503.2
Powder River	6.00	95.00	225.58	2.29	60.36	126.43	515.66
	6.00		101.09	4.35			
Powell Prairie		95.00		3.81	37.37 36.83	201.57	445.38
	6.00	95.00	178.02			173.70	493.36
Ravalli	6.00	95.00	105.99	20.97	34.98	143.21	406.15
Richland	6.00	95.00	132.34	1.95	24.37	190.51	450.17
Roosevelt	6.00	95.00	104.37	6.43	63.78	151.68	427.26
Rosebud	6.00	95.00	19.15	11.74	15.92	63.71	211.52
Sanders	6.00	95.00	73.41	17.45	24.72	136.30	352.88
Sheridan	6.00	95.00	133.78	14.09	38.76	195.63	483.26
Silver Bow	6.00	96.50	167.59	24.14	52.09	209.92	556.24
Stillwater	6.00	95.00	92.72	9.44	27.98	119.78	350.92
Sweet Grass	6.00	95.00	114.93	7.29	35.58	126.51	385.3
Teton	6.00	95.00	125.12	5.67	42.51	202.32	476.62
Toole	6.00	95.00	120.19	4.28	47.96	156.51	429.94
Treasure	6.00	95.00	100.03	2.84	31.97	129.78	365.62
Valley	6.00	95.00	82.79	5.57	36.81	145.04	371.21
Wheatland	6.00	95.00	105.26	1.04	32.57	123.52	363.39
Wibaux	6.00	95.00	190.37	10.79	0.19	148.56	450.9°
Yellowstone	6.00	96.50	86.39	12.79	48.67	208.22	458.57

 $^{^{\}star}$ Adjusted for Non-Oty Mills (Road Fund, etc.). Includes entitlement levy. ** Value listed is the county average school levy.

Chart 10 shows state comparisons for state, federal and local shares of total K-12 revenues, Montana ranks 32nd for state share, 7th for federal share and 25th for local share. The data are from fiscal 2000, the latest year available for cross state comparisons.

Chart 10							
Revenues for K-12 - State Comparisons - FY 2000							
State Share Federal Share Local Share							
	of K-12		of K-12		of K-12		
State	Revenues	Rank	Revenues	Rank	Revenues	Rank	
Alabama	62.2%	9	9.1%	13	23.8%	40	
Alaska	58.9%	17	15.4%	2	23.0%	4	
Arizona	43.6%	36	10.8%	9	43.1%	2	
Arkansas	60.2%	14	8.8%	16	29.0%	3	
California	60.3%	13	8.7%	17	29.9%	3:	
Colorado	41.3%	39	5.4%	43	48.7%	1-	
Connecticut	40.2%	42	4.1%	50	53.1%	-	
Delaware	65.6%	5	7.5%	25	25.7%	4:	
District of Columbia	0.0%	51	20.4%	1	78.6%		
Florida	49.5%	27	8.4%	19	38.5%	20	
Georgia	47.9%	29	6.6%	33	43.8%	19	
Hawaii	88.8%	1	9.0%	14	0.5%	5	
Idaho	61.1%	11	7.7%	23	29.4%	3	
Illinois	30.8%	49	7.7%	23	59.4%).	
Indiana	52.3%	24	5.3%	45	39.6%	2	
Iowa	50.6%	26	6.1%	37	38.0%	2	
Kansas	62.4%	8	6.3%	36	28.7%	3	
Kantucky	60.7%	12	10.0%	10	27.1%	4(
•		28					
Louisiana	49.5%		11.5%	8	36.9%	30	
Maine	44.6%	33	8.0%	22	45.2%	17	
Maryland	39.0%	44	5.6%	42	52.1%		
Massachusetts	43.7%	35	5.3%	44	49.5%	13	
Michigan	64.6%	6	6.8%	30	26.4%	4.	
Minnesota	60.0%	15	4.8%	47	32.1%	33	
Mississippi	56.2%	20	13.7%	4	26.9%	4	
Missouri	37.6%	46	6.6%	34	51.9%		
Montana	44.7%	32	12.2%	7	38.9%	2:	
Nebraska	36.6%	47	6.9%	29	51.1%	10	
Nevada	29.1%	50	5.0%	46	62.2%	1	
New Hampshire	55.8%	21	4.4%	49	37.5%	29	
New Jersey	41.2%	41	3.9%	51	53.0%		
New Mexico	71.5%	3	14.1%	3	12.3%	50	
New York	44.8%	31	5.8%	39	48.6%	1:	
North Carolina	67.6%	4	7.1%	28	22.8%	48	
North Dakota	40.2%	43	12.9%	5	41.6%	22	
Ohio	42.5%	38	5.8%	38	47.9%	10	
Oklahoma	58.4%	18	9.9%	11	26.4%	42	
Oregon	57.1%	19	6.8%	31	33.3%	32	
Pennsylvania	37.8%	45	6.4%	35	53.9%	4	
Rhode Island	41.3%	40	5.8%	40	51.6%	!	
South Carolina	52.8%	23	8.4%	21	35.0%	3	
South Dakota	34.5%	48	12.5%	6	50.1%	1	
Tennessee	45.8%	30	9.0%	15	42.3%	2	
Texas	44.2%	34	8.6%	18	44.9%	1	
Utah	59.2%	16	7.5%	26	30.9%	3	
Vermont	73.6%	2	6.7%	32	18.0%	4	
Virginia	42.6%	37	5.7%	41	49.9%	1	
Washington	63.5%	7	7.3%	27	25.9%	4	
West Virginia	61.7%	10	9.5%	12	27.5%	3	
Wisconsin	54.0%	22	4.8%	48	39.0%	2	
	21.070		1.0/0	10			

Revenues are all money received by a school system, excluding that from issuance of debt or liquidation of investments Source: Digest of Education Statistics - 2002

Chart 11 shows how Montana ranks in terms of total resources per child with other states. Montana ranks 37^{th} on this measure and ranks 7^{th} in the nation when the measure is total revenues for K-12 per dollar of personal income. This reflects Montana's low level of income.

	Per Pupil K-12	D. I	K-12 Revenues as Percent of	n i
State	Revenues	Rank	Personal Income	Rank
Alabama	\$ 6,593	42	\$ 48.62	2
Alaska	9,773	5	74.19	
Arizona	6,396	44	45.31	3
Arkansas	6,285	46	49.95	2
California	7,510	27	45.74	3
Colorado	7,103	34	39.31	5
Connecticut	10,446	4	44.86	4
Delaware	9,514	7	46.29	3
District of Columbia	11,418	2	42.61	4
Florida	7,373	31	41.83	4
Georgia	7,868	21	52.57	1
ławaii	7,559	25	43.02	4
daho	5,920	48	50.77	1
llinois	8,458	16	45.40	3
ndiana	8,515	15	54.19	1
owa	7,428	28	50.26	2
Cansas	7,402	29	49.09	2
Kentucky	6,678	41	47.03	3
ouisiana	6,323	45	47.89	2
Maine	8,237	19	55.91	
Maryland	8,757	13	44.16	4
Massachusetts	9,669	6	42.78	4
Michigan	8,904	11	55.41	
Minnesota	8,341	17	48.45	2
Mississippi	5,472	50	47.84	3
Aissouri	7,246	32	45.92	3
Montana	6,970	37	56.49	
Nebraska	7,661	24	49.00	2
Vevada	6,906	38	40.06	
New Hampshire	7,388	30	40.88	4
New Jersey	11,742	1	52.29	1
New Mexico	6,753	40	57.63	
New York	10,992	3	51.47	1
North Carolina	7,103	34	45.56	3
North Dakota		39	52.33	1
Ohio	6,856	18		
	8,273	47	49.71	1
Oklahoma	6,222		50.62	
Oregon	7,951	20	48.36	2
Pennsylvania	8,954	10	47.41	3
Rhode Island	9,317	8	50.08	2
South Carolina	7,021	36	51.17	1
South Dakota	6,589	43	47.03	3
Tennessee	5,802	49	37.90	5
Texas	7,222	33	53.55	1
Jtah	5,300	51	51.32	1
/ermont	9,054	9	61.59	
/irginia	7,739	22	42.87	4
Vashington	7,540	26	43.26	4
Vest Virginia	7,683	23	59.18	
Visconsin	8,884	12	54.60	
Vyoming	8,531	14	62.07	

 $I: Legislative_Fiscal_Division \\ \ K-12_Renewal_Commission \\ \ State\ Revenues_report. doc$